

Message Text

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ACTION ARA-10

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01

MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02

/067 W

-----010346Z 117965 /72

R 312120Z MAR 77

FM AMEMBASSY MANAGUA

TO SECSTATE WASHDC 2748

C O N F I D E N T I A L SECTION 1 OF 3 MANAGUA 1507

STADIS

E.O. 11652: GDS

TAGS: AMGT, PFOR, NU

SUBJECT: PARM-ANNUAL POLICY AND RESOURCE ASSESSMENT: PARTS II AND III

REF: (A) CERP 0001, (B) STATE 03856, (C) STATE 047671

1. PART II - RESOURCE ASSESSMENTS

A. STATE

(1) POLITICAL: THE COURSES OF ACTION PROPOSED IN PART I WILL GENERATE INCREASED WORKLOAD FOR THE POLITICAL SECTION, WHICH HAS RESPONSIBILITY FOR MONITORING HUMAN RIGHTS, POLITICAL DEVELOPMENTS, AND LABOR POLICY. RESPONSIBILITIES FOR POLITICAL-MILITARY GUIDANCE AND LIAISON ON NARCOTICS CONTROL MAY ALSO INCREASE POL RESOURCES WILL BE STRAINED BUT NO AUGMENTATION IS REQUESTED.

(2) ECONOMIC AND COMMERCIAL: PROFESSIONAL STAFFING PERMITS US TO FOLLOW THE CTZBGS OF ACTION SET FORTH IN PART I, BUT TO THE EXTENT THAT THE PURSUIT OF POLITICAL OBJECTIVES MAY RESULT IN A COOLER BILATERAL RELATIONSHIP, WE WOULD EXPECT TO HAVE TO WORK HARDER TO SUPPORT U.S. COMMERCIAL EFFORTS. CLERICAL BACKSTOPPING OF THIS FUNCTION IS NOW SERIOUSLY INADEQUATE AND AN INCREASE OF ONE
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AMERICAN SECRETARIAL POSITION IS RAISED IN PART III. THE VOLUME OF OUTPUT OF FOUR PROFESSIONALS IS TOO MUCH AND TOO SENSITIVE FOR ONE FSL SECRETARY TO HANDLE. THIS SECTION MUST BE ABLE TO RECEIVE AND ACCOMMODATE THE U.S. AND NICARAGUAN BUSINESS PUBLIC WHILE CONTINUING TO MANAGE ITS OUTPUT (SEE PART III). COMMERCIAL POTENTIAL: (A) MARKET FOR OVER \$200 MILLION ANNUALLY IN U.S. GOODS AND SERVICES, (B) U.S. INVESTMENT \$80 MILLION OR MORE (ESTIMATED), (C) NEW BUSINESS

OPPORTUNITIES OVER \$100 MILLION (ANTICIPATED) ABOVE NORMAL TRADE LEVELS FOR 1977 -1979.

(3) CONSULAR: FOLLOWING ASSESSMENT OF THE IMPACT OF WESTERN HEMISPHERE

BILL PASSAGE ON MANAGUA'S CONSULAR OPERATIONS, DEPARTMENT APPROVED PROJECTED INCREASE OF ONE OFFICER AND ONE FSL CLERK DURING FY 1977. WHEN NEW POSITIONS ARE ESTABLISHED, AUTHORIZED LEVEL WILL BE THREE OFFICERS AND SEVEN FSL EMPLOYEES. UNTIL ALL AUTHORIZED PERSONNEL ARE ON BOARD, WE WILL BE HARD PRESSED TO PERFORM SATISFACTORILY ALL REQUIRED FUNCTIONS. CASE LOAD PROJECTIONS (FY 1977): (A) NIV: 14,000; (B) IV: 2,000; (C) CITIZEN SERVICES: 3,520.

(4) ADMINISTRATION: A JOINT ADMINISTRATIVE OFFICE PROVIDES ADMINISTRATIVE MANAGEMENT SUPPORT TO ELEMENTS OF STATE, AID, USIA AND DEFENSE. SERVICED POPULATION NUMBERS ABOUT 400 WITH OVER 200 U.S. AND NICARAGUAN EMPLOYEES AND NEARLY 200 AMERICAN DEPENDENTS. MANAGUA WAS DESTROYED IN A 1972 EARTHQUAKE AND IS STILL A HARDSHIP POST. AMENITIES OF LIFE, EVEN WHEN AVAILABLE, ARE HARD TO COME BY. PROGRAM STAFFING (PRIMARILY AID) WAS INCREASED DRAMATICALLY FOLLOWING THE EARTHQUAKE BUT THERE WAS NO CORRESPONDING AUGMENTATION OF ADMINISTRATIVE PERSONNEL. SUPPORT SHORTFALLS WERE ACCEPTABLE UNDER "EMERGENCY" CONDITIONS, BUT UNDER NORMALCY THEY ARE NOT. CURRENT JOINT ADMINISTRATIVE STAFFING ACROSS THE BOARD IS marginally ADEQUATE, BUT IN SELECTED AREAS, SUCH AS COMMUNICATIONS AND PERSONNEL, WE FORESEE THE NEED FOR MODEST FLS STAFF (DAS) INCREASES. PROJECTED REDUCTION IN AID AMERICAN AND FSL STAFFING MAY EASE WORKLOAD IN SOME AREAS, BUT NOT SUFFICIENTLY TO PERMIT REPROGRAMMING OF ADMINISTRATIVE RESOURCES TO MEET THOSE NEEDS.
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B. OTHER AGENCY PROGRAMS AND RESOURCE LEVELS

(1) AGENCY FOR INTERNATIONAL DEVELOPMENT: WITH FINAL DISBURSEMENTS FOR MAJOR EARTHQUAKE RECONSTRUCTION SCHEDULED FOR FY 1979, AID PROGRAMS, ACTIVITIES, AND STAFF WILL GRADUALLY BE REDUCED TO LEVELS MORE IN LINE WITH LIMITED U.S. INTERESTS IN NICARAGUA. OUR CONTINUING HUMANITARIAN CONCERN AND INTEREST IN NICARAGUA'S ECONOMIC AND SOCIAL PROGRESS CAN BEST BE EXPRESSED BY EMPHASIZING IMPLEMENTATION OF ONGOING PROJECTS ORIENTED TOWARD ASSISTING THE POOR MAJORITY; INTEGRATED RURAL DEVELOPMENT IN THE AREAS OF AGRICULTURE, HEALTH, EDUCATION AND NUTRITION, PLUS MUNICIPAL DEVELOPMENT AND RENEWABLE RESOURCES PROJECTS UNDER CONSIDERATION. THE CREATION AND DESIGN OF ANY NEW PROJECTS MUST BE DIRECTLY RELATED TO CLEARLY DEFINED U.S. INTERESTS AND CONGRESSIONAL GUIDELINES BASIC PROBLEMS OF THE URBAN POOR WILL BE BROUGHT INTO FOCUS THROUGH AN URBAN SECTOR ASSESSMENT NOW UNDER WAY. SELECTIVE AID SUPPORT OF GON EFFORTS TO ASSIST URBAN POOR MAY BE DESIRABLE BUT WILL BE REVIEWED IN LIGHT OF POLITICAL AND OTHER CONSIDERATIONS WHEN THAT ASSESSMENT IS COMPLETED. IN LATE

1976 AND EARLY 1977 A MISSION REVIEW OF PROJECTED AID ACTIVITIES IN NICARAGUA RESULTED IN AGREEMENT ON THE FOLLOWING APPROXIMATE FUNDING LEVELS FOR THE PERIOD FY 1977-79:

	FY '77	*6'78	FY'79
PROGRAM LEVELS			
LOAN	13,000,000	10,000,000	8,000,000
GRANT	2,000,000	2,500,000	2,000,000
SUB-TOTAL	15,000,000	12,500,000	10,000,000
OPERATIONS	2,600,000	2,750,000	2,500,000
TOTAL	17,600,000	15,250,000	12,500,000

CORRESPONDING STAFF REDUCTIONS WILL FLOW FROM THESE PROGRAM LEVELS.

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FM AMEMBASSY MANAGUA
TO SECSTATE WASHDC 2749

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(2) U.S. MILITARY GROUP: U.S. INTERESTS IN LIMITING NICARAGUAN ARMS ACQUISITIONS, DISCOURAGING ENTRY INTO REGIONAL ARMS COMPETITION, MAINTAINING INFLUENCE TO ADVANCE HUMAN RIGHTS, AND IN FURTHERING

CENTRAL AMERICAN DEFENSE ARE ALL SERVED BY PROFESSIONAL BUT MODESTLY EQUIPPED NICARAGUAN MILITARY FORCES PREPARED TO COOPERATE WITH THE UNITED STATES. USMILGP EFFORTS ARE IN DIRECT SUPPORT OF THOSE INTERESTS. MOREOVER, USMILGP ASSISTANCE PROGRAM ARE, ULTIMATELY, AIMED AT CREATION OF AN ENVIRONMENT WHICH PERMITS THE POSSIBILITY OF PEACEFUL SOCIAL, ECONOMIC AND POLITICAL CHANGE WITHIN A CONSTITUTIONAL FRAMEWORK. RESOURCE LEVELS ARE TO BE LEGISLATIVELY OR EXECUTIVELY DETERMINED IN WASHINGTON DURING 1977.

(3) DEFENSE ATTACHE OFFICE: THE SIZE OF THE DEFENSE ATTACHE OFFICE (DAO) AND THE GRADE LEVELS OF ITS PERSONNEL (TWO OF WHOM ARE FAO STUDENT OFFICERS) ARE IN CONSONANCE WITH U.S. INTERESTS AND OB-

JECTIVES IN NICARAGUA. THIS ELEMENT IS A PRIMARY COMMUNICATIONS LINK TO SENIOR GN STAFF, AND HAS THE CAPABILITY OF OBTAINING INFORMATION ABOUT DEVELOPMENTS WITHIN A KEY STRUCTURAL COMPONENT OF THE SOMOZA REGIME. DAO MONITORING OF GN PARTICIPATION IN REGIONAL SECURITY ARRANGEMENTS (CONDECA) IS PARTICULARLY USEFUL IN VIEW OF KEY GON ROLE IN CONDECA. NO CHANGE IN RESOURCES DEVOTED TO THIS FUNCTION IS NEEDED.

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(4) INTER-AMERICAN GEODETIC SURVEY: TANGIBLE BENEFITS, IN THE FORM OF RELIABLE NAVIGATION AIDS, - ACCRUE TO THE U. S. FROM THE TECHNICAL EXPERTISE PROVIDED TO GON BY ONE AMERICAN GEOGRAPHER ATTACHED FOR SUPPORT PURPOSES ONLY TO THE USMILGP. WITHIN CURRENT RESOURCE CONSTRAINTS THIS OFFICE SHOULD CONTINUE ITS OPERATION IN NICARAGUA.

(5) U.S. INFORMATION SERVICE: THE CURRENT LEVEL OF USIS INFORMATION AND CULTURAL PROGRAMS IS ADEQUATE TO SUPPORT MISSION OBJECTIVES. PUBLIC AFFAIRS/INFORMATION ACTIVITIES HAVE BEEN GIVEN ADDED SIGNIFICANCE UNDER PRESS CENSORSHIP, ESPECIALLY IN THE ABSENCE OF AN OBJECTIVE AND INDEPENDENT NEWSPAPER ONE NEWSPAPER IS UNDER GON CONTROL, THE OTHER OPPOSITION-OWNED, AND BOTH ROUTINELY CARRY SLANTED REPORTING OF U.S. FOREIGN POLICY AND ACTIVITIES. THEREFORE, INCREASED EFFORTS ARE BEING MADE TO DISSEMINATE POLICY AND BACKGROUND INFORMATION TO INFLUENTIAL NICARAGUANS, AND TO OFFSET IMBALANCES IN MEDIA COVERAGE. TELEVISION AND ESPECIALLY RADIO, WHICH REACHES THE GREATEST NUMBER OF NICARAGUANS, ARE PARTICULARLY IMPORTANT AND GENERALLY RECEPTIVE TO THE USE OF WASHINGTON OR EMBASSY SUPPLIED MATERIALS DESIGNED TO EXPLAIN AND PROVIDE PERSPECTIVE ON U.S. POLICIES. U.S. CULTURAL EXCHANGES, PRESENTATIONS, EXHIBITS AND OTHER ACTIVITIES ARE IMPORTANT MEANS OF FOSTERING BETTER UNDERSTANDING OF AMERICAN SOCIETY AND VALUES AMONG THE NICARAGUAN PEOPLE AND MERIT CONTINUED SUBSTANTIAL INPUTS.

(6) PEACE CORPS: PEACE CORPS ACTIVITIES DEMONSTRATE OUR HUMANITARIAN CONCERN FOR THE NICARAGUAN PEOPLE AND SOLIDARITY WITH THEIR DEVELOPMENT EFFORTS. THE NUMBER OF VOLUNTEERS SHOULD STABILIZE IN A NARROW RANGE AROUND 100 MARK IN ORDER TO ACCORD WITH THE GON ABILITY TO PUT THESE ASSETS TO GOOD USE PEACE CORPS AND USAID EFFORTS IN NICARAGUA ARE COMPLEMENTARY.

(7) U.S. DEPARTMENT OF AGRICULTURE: ONE AMERICAN VETERINARIAN FROM USDA'S ANIMAL AND PLANT HEALTH INSPECTION SERVICE IS ASSIGNED TO MANAGUA TO PERFORM A FUNCTION THAT IS PROTECTIVE OF U.S.

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INTERESTS AND OF ASSISTANCE TO NICARAGU'S AGRICULTURAL SECTOR.
THIS LOW COST PROGRAM MERITS CONTINUATION AT ITS CURRENT LEVEL.

PART III - STATE PERSONNEL RECOMMENDATIONS

A. REPROGRAMMING; NO REPROGRAMMING OF STATE PERSONNEL TO MEET
CURRENT OR PROJECTED REQUIREMENTS IS POSSIBLE AT THIS TIME. THE
EVENTUAL PHASE-DOWN OF THE AID MISSION'S SIZE AND THE COMPLEXITY OF
ITS PROGRAMS MAY PERMIT INTEGRATION OF AID MANAGEMENT WITHIN A
TOTAL U.S. MISSION CONCEPT (I.E., UNIFYING THE AID DIRECTOR OR
ASSISTANT DIRECTOR POSITION WITH AN ECONOMIC COUNSELOR OR DCM
POSITION, OR SOME SIMILAR ALTERNATIVE), BUT CONSIDERATION OF THIS
POSSIBILITY DOES NOT APPEAR FEASIBLE OVER THE NEAR TERM.

B. INCREASES/DECREASES

(1) INCREASES: (A) AMERICAN SECRETARY POSITION IN ECONOMIC/COM-
MERCIAL. THE INTERPLAY OF POLITICAL AND ECONOMIC FACTORS IN NICARA-
GUA IS OF SUFFICIENT SENSITIVITY, COMPLEXITY AND IMPORTANCE TO
REQUIRE REPORTING AND HANDLING OF A WIDE RANGE OF ECONOMIC AND
COMMERCIAL MATTERS BY CLEARED U.S. CITIZEN PERSONNEL ONLY. ACHIEVE-
MENT OF THE ECONOMIC/COMMERCIAL OBJECTIVES PRESENTED IN PART I
WILL BE EXTREMELY DIFFICULT WITHOUT THIS ADDITIONAL POSITION.
(B) FSL STAFF POSITIONS (DAS) IN JAS/COMMUNICATIONS (ONE) AND
PERSONNEL (ONE). PROJECTED INSTALLATION OF AUTOMATED ACCOUNTING
SYSTEMS REQUIRING TELEGRAPHIC SUBMISSION OF ALL ACCOUNTING DATA
WILL PUSH COMMUNICATIONS WORKLOAD BEYOND THE CAPACITY OF CURRENT
STAFF. ALTHOUGH REDUCTION OF AID STAFF IS PROJECTED, HEAVIEST
PERSONNEL OFFICE WORKLOAD IS ON SIDE OF LOCAL EMPLOYEE MANAGEMENT
AND THIS WILL PERSIST. PAST INADEQUACIES ARE CATCHING UP AND HELP
WILL BE NEEDED SOON.

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(2) DECREASES: EVENTUAL REDUCTION IN SIZE OF MILGP OPERATION AND GRADUAL PHASE-DOWN OF AID MISSION BY 1979 WILL CALL FOR RE-ASSESSMENT OF ADMINISTRATIVE WORKLOAD REQUIREMENTS. HOWEVER, AT THIS TIME, IN LIGHT OF (1) ABOVE, NO NET DECREASES CAN BE FORECAST.

C. LOWER PRIORITY POSITIONS: IN VIEW OF DEPARTMENT'S LONG-TERM INTEREST IN JUNIOR OFFICER TRAINING ABROAD AND RESPONSIBILITY TO SERVE THE LEGITIMATE NEEDS OF OTHER AGENCIES, THIS EMBASSY CANNOT IDENTIFY AN AMERICAN OR FSL "LOW PRIORITY" POSITION FOR ELIMINATION WITHOUT SERIOUSLY ERODING EFFECTIVENESS OF OUR PROGRAM AND OPERATIONS. IF THE DEPARTMENT MAKES DETERMINATION AT A FUTURE DATE THAT EMBASSY MUST LOSE ONE POSITION, WE WOULD AT THAT TIME RE-EXAMINE THE ENVIRONMENT AND OUR PRIORITIES TO DETERMINE WHERE THAT EROSION MIGHT BE ABSORBED.

MISSION STAFFING CHART

FY 77 (CURRENT CEILINGS)

AGENCY/FUNCTION	AMERICAN OFFICER	AMERICAN STAFF	FSL PROFESSIONAL	FSL STAFF
ESTATE	18	3	12	36
EXEC	2	2	0	1

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POL	3	1	0	0
ECON/COMM	2	0	2	1
CONS	2	0	2	4
ADM	9 (1 DAS)	0	8 (2 DAS)	30 (10 DAS)
COMMO	4	0	0	3

AID	36#	2	16	25
DOD	14	2	0	3
DAO	4##	0	0	4
USMILGP	9	2	0	1
IAGS	1	0	0	0

USIS	2	0	4	4
PC	3	0	3	5
USDA	1	0	0	0

COUNTRY TOTAL 74 7 35 73

INCLUDES 2 IDI FROM AID/W COMPLEMENT

INCLUDES 2 FAO PARTICIPANTS BASED IN MANGUA

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FY 79 (PROJECTED CEILINGS)

AGENCY/FUNCTION AMERICAN AMERICAN FSL FSLR
RF ND)#

9**8:34 5-** 049*3 89,-) 5-**

5-53	19	R	12	39
EXEC	2	2	0	1
POL	3	1	0	0
ECON/COMM#	2	1	2	1
CONS#	3	0	2	5
ADM	9 (1 DAS)	0	8 (2 DAS)	32 (12 DAS)

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COMMO#	4	0		
	0		0	4
AID#	29	1	14	22

DOD (TO BE DTERMINED)

DAO	4	0	0	1
-----	---	---	---	---

USMILGP 8(TO BE DETERMINED)

IAGS	1	0	0	0
USIS	2	0	4	4
PC	3	0	0	0
USDA	1	0	0	0

COUNTRY TOTAL 54 5 33 70
(LESS DOD)

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